

# **DEEN DAYAL UPADHYAY PANCHAYAT SASHAKTIKARAN PURASKAR (DDUPSP) AND NANAJI DESHMUKH RASHTRIYA GAURAV GRAM SABHA PURASKAR (NDRGGSP)**

## **Guidelines for Incentivisation of Panchayats/Village Councils/District Councils.**

### **1. Introduction**

- 11 It is important to incentivize Panchayati Raj Institutions (PRIs) to perform their role optimally. Due recognition of PRIs that perform their role well can (a) be an incentive for PRI representatives to improve PRI performance, (b) bring the issue of PRI performance into prominence and focus the attention of policy makers and (c) encourage State Governments/UT Administration to develop their systems of assessment.
- 12 There are around 2.55 lakh Panchayats - [2,48,160 Gram Panchayats (GPs), 6,284 Intermediate Panchayats (IPs) and 595 District Panchayats (DPs)] across the country. These PRIs have differential performance based on (a) the devolution and capacity building from the State/UT level and (b) the efforts made by PRI leadership as well as the community. In spite of constraints and limitations, there are many outstanding performers among Panchayats all over the country. To build models and to nurture schools of practice, such Panchayats need to be identified and encouraged. Similarly elected district/ village councils in North-Eastern States also need to be incentivised, to give due recognition to grassroots democratization undertaken.
- 13 Best performing Panchayats at all three levels as well as best performing elected Village Councils (VCs) and District Councils (DCs) of the North East (NE) will be identified in a systematic manner, as given below, and incentivized. The nominations for awards will be invited online as per the timelines fixed by Ministry of Panchayati Raj (MoPR). Relaxation, if any will be decided depending upon special circumstances.
- 14 DDUPSPs will be given to all three levels of Panchayats (District/Intermediate/Gram) for general and nine thematic categories of -
  - i Sanitation
  - ii Civic Services (drinking water, street light and infrastructure)
  - iii Natural Resource Management
  - iv Serving marginalized section (women, SC/ST, disabled, senior citizens)
  - v Social Sector Performance
  - vi Disaster Management,

- vii CBOs/ Individuals taking voluntary actions to support Gram Panchayats,
- viii Innovation in revenue generation, and
- ix e-Governance

These Categories will continue till further modification/change.

- 15 NDRGGSP has been instituted by Government of India (GOI) in the year 2010 in order to incentivize, appreciate and encourage Gram Panchayats (GPs) of the country for outstanding performance through effective Gram Sabha (GS) meetings especially in respect of improvements in the social & economic structure of the village. The main objective of instituting this award is to strengthen the institution of GS and to highlight it as institution of decision making and auditing. GS is the vibrant forum for presenting planned economic & social development of villages in a transparent way through participative democracy offering equal opportunity to all citizens including the poor, women & other marginalized sections of society.
- 16 The performance of PRIs and VCs/DCs would be evaluated during the succeeding year for awarding on the 24<sup>th</sup> April (National Panchayati Raj Day) of the following year after the year of evaluation. The period of evaluation would be counted from 1<sup>st</sup> April to 31<sup>st</sup> March of the previous financial year.
2. The National Screening Committee constituted with the approval of Secretary, Panchayati Raj (SPR) in the Ministry of Panchayati Raj will look into various matters related to Panchayat Awards like guidelines for awards, field verification agencies, number and quantum of prize money, selection of best Panchayats, etc. Addition or deletion of categories of award will be undertaken with the approval of SPR.
3. **State Panchayat Performance Assessment Committee (SPPAC)**
- 31 A Committee set up by the State Government/UT Administration under the chairmanship of Principal Secretary/Secretary, Panchayati Raj will guide the selection of best PRIs. This Committee will be known as State Panchayat Performance Assessment Committee (SPPAC). SPPAC will oversee the whole process of selection of best performing PRIs in the State/UT and make recommendations to the MoPR.
- 32 The Committee will include representatives of at least two other Departments, namely the Departments of Health and Education, State Institute of Rural Development (SIRD) or equivalent institution and two non-government experts. In case, the Panchayati Raj & Rural Development Departments are separate in a particular State/UT, SPPAC will also include a representative of the Rural Development Department.

- 33 States/UTs may also constitute District and Block level Committees for scrutiny of information as needed.
- 34 SPPAC will ensure that questionnaires are properly filled and all necessary documents are attached before these are submitted online.

#### **4. Indicators, Questionnaire and Marking Scheme**

- 41 A set of criteria & indicators, questionnaire and marking scheme to be adopted appropriately by the States/UTs in their context, for assessing PRIs have been developed by MoPR in consultation with States/UTs. These indicators would be improved over time on the basis of feedback and operationalization of the scheme.
- 42 As per Article 243G of the Constitution, the devolution of powers and functions to PRIs vests with States. Consequently, States vary in the extent to which they have empowered PRIs. As the extent of devolution of powers varies from State to State, the assessment of PRIs needs to be State specific.
- 43 DDUPSP would be assessed out of Max. 100 marks for General Theme and out of Max. 120 marks (i.e. 100 marks for General questionnaire and 20 marks for Thematic questionnaire) for each of the Thematic Awards.
- 44 NDRGGSP would be assessed for maximum 100 marks as per questionnaire.

#### **5. Number of PRIs to be Awarded and Amount of Incentive**

- 51 Funds will be made available to States/UTs for incentivization of Panchayats/elected Village and District Councils keeping in view their rural population against the total rural population of the country and administrative aspects.

#### **DDUPSP**

- 52 The number of PRIs/elected Village and District Councils in NE to be awarded per State will broadly be in proportion to the number of Local Self Governments (LSGs) in the State, with exceptions that may be administratively needed. This number will be determined by GOI every year looking to the availability of funds.
- 53 States would ensure that at the Intermediate and Village level, Panchayats nominated for award in the Schedule V Areas are in proportion to the number of Panchayats therein.
- 54 States/UTs may, if necessary, divide itself into regions and fix the number of LSGs

for rural areas to be awarded per region to ensure that only LSGs for rural areas from the more developed regions do not get the prize.

- 55 The amount of incentive to be given to LSG for rural areas will be determined by GOI based on the availability of funds. At the GP/elected Village Council level, the size of the GP/elected Village Council would be taken into consideration.
- 56 The minimum award to be given to PRIs/elected Village and District Councils in each State/UT will be determined in the beginning of the year and communicated to States/UTs, assuming that all State/UTs will participate. This will subsequently be revised as and when required depending on number of States participating and availability of funds.
- 57 While nominating the Intermediate Panchayat/Village Panchayat for the award, the State will ensure that not more than two Intermediate Panchayats and two Village Panchayats are nominated from one District.
- 58 In the category “Individuals/CBOs, etc., taking voluntary actions to help and support panchayat/supplementing efforts of Panchayat etc.”, there is no monetary component in the DDUPSP award.
- 59 The tentative number of Panchayats to be given awards in each State/UT is at **Annexure ‘A’**.
- 510 At least one-third of the total PSP awards are proposed in the categories of thematic awards.

#### **NDRGGSP**

- 511 One NDRGGSP award will be given to the best GP in each State and prize money will be Rs. 10 Lakh each (Rs. Ten Lakh only) initially. However, MoPR may announce for special award for RGGSP from time to time.
- 512 Each district will send one best GP for outstanding performance through effective Gram Sabha (GS). The SPPAC will select the best two/three GPs in the State & forward the same alongwith necessary documents/proof to MoPR as per timeline.

#### **6. Short-listing of Panchayats on the basis of information submitted**

- 61 Each State/UT will circulate the questionnaire to all its Panchayats/elected Councils.
- 62 On the basis of feedback on the questionnaire, SPPAC will shortlist three times the number of DPs, and two times the number of IPs and GPs as also elected VCs/DCs to

be awarded.

- 63 PRIs/elected Councils that do not fill in the questionnaire or do not submit by the stipulated deadline will not be eligible to be considered for incentive.
- 64 For shortlisting IPs, GPs and Village Councils, a preliminary scrutiny may be done by Committees set up at District and Block levels.

## **7. Field Verification and Selection by SPPAC**

- 71 Field visits will be made by agencies selected by SPPAC to shortlisted LSGs for rural areas for verification of information submitted.
- 72 MoPR will issue guidelines from time to time for such field visits to ensure uniformity and consistency.
- 73 Norms for funding field verification and other activities at the State/UT level are at **Annexure 'B'**.
- 74 On the basis of answers to the questionnaire and field visits, SPPAC will select the number of DPs, IPs, GPs and DCs/VCs as determined by GOI as 'best PRI/Council' and forward their names alongwith supporting documents to MoPR.

## **8. Verification by MoPR:**

- 81 National Screening Committee for Panchayat Awards will verify the information presented by 'nominated PRIs/Village Councils' in each State/UT after due comments by SPPAC through independent agencies [called National Level Field Verification Agencies (NLFVAs)]. Guidelines to be followed by identified independent agencies would be issued by MoPR.
- 82 On the basis of this verification, the LSG for rural areas suggested by the State/UT will be accepted as the 'best PRIs/Council' except if: (1) information given by PRIs/Council is found to be incorrect by the agencies (2) The indicators, questionnaire and marking scheme of the State/UT is not found to be appropriate.
- 83 The decision of MoPR will be final.
- 84 National Level Field Verification Agencies (NLFVAs) will be imparted intensive orientation training before the verification starts on the purposes, principles and process of field verifications and reporting. The training will be given by MoPR officers and experts who may be outsourced, if required.
- 85 Norms of funding National level activities are at **Annexure 'C'**. Alternatively one/two agencies may be finalized through tender process.

**9. Funds for National and State/UT level activities**

91 Funds for all National and State/UT level activities will be provided by MoPR from out of the total funds earmarked for Incentivization of Panchayats.

92 Funds to be provided for field visits and other administrative expenses would be determined by MoPR at the beginning of each year.

**10. Transfer of Funds**

101 Incentive amounts would be transferred to State/UT during the relevant financial year and/or after the felicitation of the award ceremony depending on availability of funds and Utilization Certificate (UC) for transferring of previous incentive amount to awardee Panchayats. Further transfer of funds to the PRIs/Village Council/District Councils concerned should be made electronically within 15 days of their having been credited to the State/UT Exchequer.

102 The funds will have to be given to the PRI/Village Council/District Council winning the prize as an untied fund.

103 States /UTs will be liable to pay penal interest @ RBI repo rate in case the award money is not transferred by States/UTs to Panchayats within 15 days from the receipt of funds by the State Government/UTs.

**11. Utilization Certificate**

The State/UT concerned will furnish a UC (in GFR 19-A) indicating transfer of incentive amount to awardee Panchayat within 15 days. The State will ensure proper utilization of award money by the Panchayat concerned. The award money will be utilized for public purposes especially for livelihood support, asset creation, civic amenities creation & maintenance and bridging the gaps in the funds received from Union/State Government for various projects.

**12. Documentation of Best Practices in PRIs**

Best practices followed in the award winning PRIs/Village Council/District Councils would be documented in detail by NLFVAs for about 50% of best Panchayats visited by them for verification and shared with States by the MoPR. MoPR will specify the format for documenting best practices.

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**TENTATIVE NUMBER OF PANCHAYATI RAJ INSTITUTIONS PROPOSED  
TO BE AWARDED UNDER THE SCHEME OF INCENTIVIZATION OF  
PANCHAYATS**

**(I) Criteria for selection of no. of awardee Panchayats in a State/UT for DDUPSP**

<b>Sl. No.</b>	<b>Level of Panchayat</b>	<b>No. of Panchayats in States/UTs</b>	<b>Tentative no. of awards</b>
i)	District Panchayat	< 50	1
		≥ 50	2
ii)	Intermediate Panchayat	< 500	2
		500-1000	4
		> 1000	6
iii)	Gram Panchayat	Total number of GPs	0.05% of the total number of GPs (Subject to a minimum of 3 GPs in each State. In very small States like Goa, Sikkim, Tripura, Meghalaya, Mizoram, Nagaland, Manipur the number of GPs to be awarded may be restricted to 2).

**(II) DDUPSP - State wise tentative no. of Awards**

Sl. No.	Name of State/UT	Tentative No. of awards		
		DP	IP	GP
1.	Andhra Pradesh	1	4	6
2.	Arunachal Pradesh	1	2	3
3.	Assam	1	2	3
4.	Bihar	1	4	4
5.	Chhattisgarh	1	2	5
6.	Gujarat	1	2	7
7.	Goa	1	0	2
8.	Haryana	1	2	3
9.	Himachal Pradesh	1	2	3
10.	Jammu & Kashmir	1	2	3
11.	Jharkhand	1	2	3
12.	Karnataka	1	2	3
13.	Kerala	1	2	3
14.	Madhya Pradesh	2	2	11
15.	Maharashtra	1	2	14
16.	Manipur	1	0	2
17.	Meghalaya	0	0	2
18.	Mizoram	0	0	2
19.	Nagaland	0	0	2
20.	Odisha	1	2	3
21.	Punjab	1	2	7
22.	Rajasthan	1	2	5
23.	Sikkim	1	0	2
24.	Tamil Nadu	1	2	6
25.	Telangana	1	2	4
26.	Tripura	1	1	2
27.	Uttar Pradesh	2	4	30
28.	Uttarakhand	1	2	4
29.	West Bengal	1	2	3
30.	All UTs (Andaman & Nicobar, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Lakshadweep, Puducherry,)	2	2	7 (All UTs – 1 each, in addition, traditional bodies of A&N- 1)
<b>Total</b>		<b>30</b>	<b>53</b>	<b>154</b>
<b>Grand Total</b>		<b>237</b>		

**(III) NDRGGSP – one GP for each State/UT.**Note:

- The actual number of awards and the amount will be finalized by the National Screening Committee.
- Tentative Number of Panchayati Raj Institutions proposed to be awarded are two for District Panchayats and two for Intermediate Panchayats for all Union Territories (UTs) taken together.



**Norms for Administrative Costs for State Level Field Verification**

**I Field Visits:**

1. One team of 2 persons (field verification team) will visit 5 PRIs on an average.
2. Three times of the number of PRIs to be awarded would be shortlisted and would be required to be visited.
3. A team of two persons will visit each shortlisted Panchayat for two days.
4. TA to field verification team will be admissible as per rules of the State Govt/UT Administration. TA will be restricted to either IIInd AC train fare or in case of travel by road, hire charges for a non AC vehicle.
5. Cost of stay in the field for non-officials will not exceed Rs.1000/- per person per day. Payments will be made as per actuals.
6. Honorarium to persons making field visits will not exceed Rs.1000/- per person per day.

**II Training Curriculum and Training of State Field Verification Teams:**

1. Actuals or Rs.10000/- per State/UT, whichever is less, will be available for preparation of training curriculum.
2. Training of State Field Verification Teams

(i) Travel	: As per State norms. TA to be restricted to rail travel by 2 <sup>nd</sup> AC, or in case of travel by road a non-AC vehicle.
(ii) Stay	: Actuals or Rs.1000/- per person per day, whichever is less.
(iii) Honorarium for Resource Person	: Rs.2000/- per person per Day (No. of persons not to exceed two per State)
(iv) Cost of Venue, Learning material, contingencies etc.	: Actuals or Rs.500/- per participant, whichever is less

### **III Hiring of Consultancy services by States/UTs**

The amount of Consultancy charges will be admissible based on the number of Panchayats in each State/UT as given below:-

<b>Sl. No.</b>	<b>No. of Panchayats</b>	<b>Financial support ( Rs. in lakh)</b>
1.	20,001 and above	Rs.2.50 lakhs or actuals whichever is less.
2.	Between 10,001 and 20, 000	Rs.2.00 lakhs or actuals whichever is less.
3.	Between 5001 and 10,000	Rs.1.50 lakh or actuals whichever is less
4.	5000 and below	Rs.1.00 lakh or actuals whichever is less.

States may hire individuals or organizations for consultancy services as needed.

### **IV Norms for administrative cost by State/UTs for activities for incentivizing PRIs.**

Printing of Questionnaire : @ Actuals or Rs.10/- per Panchayat  
and contingency whichever less

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**Norms for funding National Level Field Verifications**

**I Cost Norms for Field Verification:**

Ministry of Panchayati Raj (MoPR) will pay the selected National Level Field Verification Agencies (NLFVAS) for field visits as follows:

- (i) Travel expenses by rail (II AC) in case of journeys within 800 kms or air fare (economy class) for journeys beyond 800 kms. However, the field verification teams are allowed to travel by air for journeys below 800 kms also if reserved train tickets by the entitled class are not available on the proposed date of outward/return journey, subject to submission of necessary documentary evidence to that effect.
- (ii) Stay, boarding & lodging charges not exceeding Rs.1500 per person per day
- (iii) Travel within the State by non-AC taxi
- (iv) Rs. 500 per Panchayat for photographs and communication charges, and
- (v) Honorarium of Rs.8000 per Intermediate/ Gram Panchayat, for a 2 days visit by 2 persons and Rs. 12000 for District Panchayat (2 persons for 3 days).

**II Payment Terms for Field Verification**

While travel expenses will be given in advance of the field visit, honorarium would be paid on furnishing the field verification report to the entire satisfaction of MoPR.

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